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ABSTRACT

Administrative personnel responsible for staff development in each of 12 counties (school districts) in central Florida were interviewed to assess the education/training needs of public school professional personnel in the curriculum areas of school finance and school law. Seven main themes emerged: (1) increased operational emphasis needed; (2) off-campus course service needs improvement; (3) comprehensive planning and cost effectiveness need more emphasis; (4) training and orientation of school board members is needed; (5) course structure options should include mini-course sequences; (6) emphasis on communicating with the public and legislature is needed; and (7) legal aspects of student discipline need emphasis. Recommendations for curriculum revision were made in terms of increased operational emphasis, increased emphasis on comprehensive planning implications, improvement of off-campus course offerings, development of mini-course sequences to augment traditional college course format, workshops for school board members, emphasis on legal aspects of student discipline (especially the disruptive student), and implications of the state Administrative Procedure Act. Recommendations were also made relative to resource allocation and faculty workload policies in order to support the recommendations on curriculum revision. (Author/JMF)

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INSTRUCTION NEEDS IN SCHOOL LAW AND SCHOOL FINANCE OF EDUCATIONAL PERSONNEL IN TWELVE COUNTIES: AN EXPLORATORY INVESTIGATION

By

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1.0. INTRODUCTION

1.1. Mission of the study

The mission of the study was to assess training needs of school personnel of the 12 county service area in the fields of school law and school finance, and to relate those needs to the programs of the College of Education.

1.2. Context

An important function of the University of South Florida (USF) College of Education is to provide leadership in preparing educators in its 12-county service area to perform ably their professional responsibilities. This includes pre-service/in-service and credit/non-credit dimensions. The college includes among its many offerings the two courses of study, school law and school finance. These courses have been offered frequently both on campus and off campus in the dimensions already mentioned. In an effort to develop and maintain its leadership role, the college from time-to time examines its offerings. Increasingly rapid changes in educational finance and law make these fields logical targets for periodic assessment.

Florida has recently undergone a complete restructuring of its methods for financial support of the public schools. This was accompanied by a mandate to establish comprehensive planning and management information systems. Finance is an integral part of such systems. Florida laws relating to public schools also have undergone extensive revision. This is especially true in the area of personnel, where collective bargaining, personnel evaluation, and recision of sovereign immunity are new forces to be considered.

Appropriate questions, then, would be: "are the college's educational experiences offered in the fields of school finance and school law appropriate in content?" "are they offered at times and places reasonably convenient for the target students?" "are they flexible enough to accommodate innovative delivery systems, structures, and sequences?" In an attempt to answer these and related questions, a study was conducted in the USF 12-county service area[1] during the summer quarter of 1974.

1.3. Definitions and delimitations

Pre-service activity is defined as professional preparation or training for a responsibility or job not previously held. In-service is defined as professional preparation or training to improve or develop competencies in a responsibility or job already held. Credit refers to the traditional units of credit hours received by a student for successful completion of a course. Non-credit refers to those learning activities (usually workshops, conferences, short courses, and the like) in which the objectives are successfully accomplished by the student, but for which regular course credit is not awarded. The terms "training" and "education" are used synonymously. The term "course" is used synonymously for traditional scheduled classes, short courses, workshops, and the like, both credit and non-credit.

The scope of the study was limited to the instructional fields, school finance and school law. Data was obtained from central administration officials of the 12 county school districts which comprise the service area of the University of South Florida. Thus the opinions, perceptions, suggestions, etc., which were obtained are not necessarily representative of staff outside the central administrations. However, the personnel interviewed are responsible for being informed on the training needs of school district staff. Many, if not all, have previously conducted surveys of such needs. It is assumed, therefore, that the information obtained is sufficiently reliable and suitable for the purposes of this investigation.

2.0. PROCEDURE

The survey was chosen as the research type appropriate to the investigation. The method of obtaining data was personal interview. Selected administrative personnel were interviewed in each of the 12 counties. Those interviewed were superintendents, assistant or deputy superintendents, or the official(s) responsible for staff development. In addition, other central administration personnel

participated if such was desired by the officials mentioned above. Appointments were made in advance, at which time the topic for interview was provided by the investigator. Respondents thus had opportunity to prepare.

Semi-structured interviews were conducted according to a question schedule. The context paradigm for question focus and analysis guidelines appears in Figure 2.1.

	Noncredit	Credit
School Finance		
School Law		

Figure 2.1.

Interview duration varied from 30 minutes to three hours, with the majority lasting 45-60 minutes. Written notes were made of responses during the interview and were transcribed shortly after the interview ended -- within 1-12 hours (always the same day). Pilot interviews were conducted in three counties. As a result, the preservice/inservice dimensions were dropped for analysis purposes. Respondents associated credit with preservice and non-credit with inservice.

Content analysis was the analysis technique applied to the data. Content analysis is a technique for making inferences by objectively and systematically identifying specified characteristics of communication content (e.g., notes taken during interviews)[2] The qualitative nature of such data supports no form of measurement other than nominal or classificatory scaling or categorization.

Within the content analysis techniques, data materials can be organized by symbol count, item analysis, structure of ideas presented, and thematic analysis.[3] Thematic analysis was the method of data organization used in the study.

The transcribed interviews were studied for the appearance of common themes of expressed needs. As a general theme took form, it was named descriptively. Each county was assigned an arbitrary number and its data coded according to the appearance or nonappearance of the theme. Thus, a county received the same score ("present") whether a theme appeared once or many times in the interview of that county. A particular content was not classified as a theme unless it occured in two or more counties. The findings were then summarized by tabulating the number of counties in which the theme occured. Themes were tabulated according to course with which they most nearly corresponded (school law or school finance) and credit status (non-credit or credit) as indicated by respondents.

3.0 RESULTS

Nine main themes emerged from the survey: (1) more operational emphasis is needed, (2) off-campus course service should be improved, (3) comprehensive planning, MIS (management Information Systems), cost effectiveness needs more emphasis (4) school board training or orientation is needed, (5) course structure options should include "mini-course" sequences, (6) training in communicating to public and Legislature is needed, (7) interpersonal relations

needs more emphasis, (8) implications of the Florida Administrative Procedures Act should be addressed, and (9) legal aspects of student discipline need emphasis, especially with reference to the disruptive student. The themes are not mutually exclusive; there is some overlap.

Some themes are self-explanatory. However, additional explanation of certain themes may be helpful. The theme "more operational emphasis is needed " is used to describe the desire for more emphasis on day-to-day school operations implications. If necessary, according to respondents, theory and background should be deemphasized in order to include this aspect in course content, or additional modules or separate courses which stress operational application should be offered. "Off-campus course service should be improved" is a theme descriptor for place, time, frequency, and method of delivery. Place refers to location of class with respect to residence of students; time refers to time of day, week day vs. weekend, or term in which offered; frequency refers to number of times per year; method refers to traditional weekly sessions, weekend and daily-for-X-weeks workshops, seminars, retreats, and the like. "School board training (orientation) is needed" describes the need for school boards to have available to them training sessions for familiarization with philosophy, goals, problems, issues, etc, of the educational system.

The descriptor "course structure options should include mini-course sequences" refers to the need for courses which sequence school finance and school law modules in a single course experience or which sequence these two with other modules (e.g., personality dynamics, personnel evaluation, etc.). The theme regarding communication to the public and the Legislature refers to instruction in strategies for effectively informing the general public and legislators of educational objectives, current status, needs, and evaluation program. The theme on inter-personal relations refers mainly to collective bargaining. Some counties expressed concern that the Florida collective bargaining law might result in development of an adversary relationship between administrators and teachers. It was felt that emphasis on personnel

dynamics aspects in both school finance and school law would result in more effective job performance and personnel satisfaction. Since the inter-personal relations theme was mentioned more frequently in connection with legal issues, it was categorized as school law for tabulation purposes. The theme "legal aspects of student discipline needs emphasis" is used to describe the desire for coverage of the disruptive student. Handling of the disruptive student has implications for school finance as well as school law. It was mentioned, however, in connection with school law.

Table 2.1. indicates that the theme of greatest concern (frequency of mention was considered indication of concern) in both school finance and school law was operational emphasis of the courses. Seventy-five percent (9) of the 12 counties expressed a desire that more emphasis be placed on day-to-day operational implications. It was suggested that this could be accomplished by reorientation of the existing courses or by offering separate courses for inservice training and renewal applications. The themes of second-highest concern are improvement of off-campus course service and school board training (both with 33 percent for school finance and school law). The three themes referring to the Florida Administrative Procedures Act, student discipline, and communication were mentioned least (17 percent).

Table 2.2. breaks down themes for school finance by non-credit/credit categories. The theme mentioned most frequently in the non-credit category was that dealing with operational emphasis (67 percent). Least emphasis (17 percent) was placed on off-campus course service improvement, mini-course sequences, and communication training. In the credit category, the theme of greatest concern, again, was operational emphasis (75 percent). The themes least mentioned in the credit category were school board training and communication (both 0 percent)

Combining the non-credit and credit categories, the theme of greatest concern in school finance was the need for more operational emphasis, while the theme of second-highest concern was emphasis on comprehensive planning/ MIS/cost effectiveness. Of least concern was the communication theme.

Table 2.1.

Presence of School Finance and School Law Needs Themes

Theme	Course Referent of Theme	
	School Finance (N= 12 counties)	School Law (N = 12 counties)
More operational emphasis is needed	9 (75%)	9 (75%)
Off-campus course service should be improved	4 (33%)	4 (33%)
Comprehensive planning, MIS, cost effectiveness need more emphasis	4 (33%)	0 (0%)
School board training (orientation) is needed	4 (33%)	4 (33%)
Course structure options should include mini-course sequence	3 (25%)	3 (25%)
Training in communicating to public and legislature is needed	2 (17%)	0 (0%)
Implications of Florida Administrative Procedures Act should be addressed	0 (0%)	2 (17%)
Interpersonal relations needs more emphasis	0 (0%)	5 (42%)
Legal aspects of student discipline (esp. the disruptive student) need emphasis	0 (0%)	2 (17%)

Table 2.2.

Presence of Credit and Non-Credit Needs Themes in School Finance

Theme	Non-Credit		Credit	
More operational emphasis is needed	8	(67%)	9	(75%)
Comprehensive planning, MIS, cost effectiveness	4	(33%)	4	(33%)
School Board training (orientation) is needed	4	(33%)	0	(0%)
Course structure options should include mini-course sequences	2	(17%)	3	(25%)
Off-Campus course service should be improved	2	(17%)	4	(33%)
Training in communicating to public and legislature is needed	2	(17%)	0	(0%)

Table 2.3.

Presence of Credit and Non-Credit Needs Themes in School Law

Theme	Non-Credit		Credit	
More operational emphasis is needed	8	(67%)	9	(75%)
Interpersonal relations needs more emphasis	4	(33%)	5	(42%)
School board training (orientation)is needed	4	(33%)	0	(0%)
Course structure options should include mini-course sequences	2	(17%)	3	(25%)
Implications of Administrative Procedure Act should be addressed	2	(17%)	0	(0%)
Off-campus course service should be improved	2	(17%)	4	(33%)
Legal aspects of student discipline (esp. the disruptive student) need emphasis	2	(17%)	1	(8%)

Table 2.3. breaks down themes for school law by non-credit/credit categories. Mentioned most frequently in the non-credit category was the operational emphasis theme (67 percent). The themes of least frequency were mini-course sequences, Administrative Procedures Act implications, off-campus course service improvement, and student discipline (all 17 percent). The theme mentioned most frequently in the credit category was operational emphasis (75%), as was the case in the non-credit category. Least-mentioned themes in the credit category were school board training and Administrative Procedures Act implications (both 0 percent).

Combining the non-credit and credit categories, the theme of greatest concern in school law was the need for more operational emphasis, while the theme of second-highest concern was interpersonal relations emphasis. Least concern was indicated for the theme on Administrative Procedures Act implications.

4.0. SUMMARY AND RECOMMENDATIONS

4.1. Summary

A survey of the 12 counties (school districts) comprising the University of South Florida service area was conducted to determine training needs in the course areas, school finance and school law, as perceived by school officials. Credit and non-credit experiences were included. Course was defined not only as the traditional, regular scheduled class, but also workshops, seminars, and the like. Interviews of selected central district administrators were conducted in each county.

The analytical technique employed was content analysis. The content of transcribed notes taken during interviews by the investigator was analyzed for main themes on the dimensions non-credit/credit within each of the two course areas. Nine main "needs themes" emerged: (1) more operational emphasis is needed, (2) off-campus course service should be improved, (3) comprehensive

planning, management information system (MIS), cost effectiveness need more emphasis, (4) school board training or orientation is needed, (5) course structure options should include mini-course sequences (6) training in communicating to public and Legislature is needed, (7) implications of the Florida Administrative Procedures Act should be addressed, (8) interpersonal relations needs more emphasis, and (9) legal aspects of student discipline, especially the disruptive student, need emphasis.

Themes were tabulated according to presence or absence for each county. Hence a theme was counted only once (for each course) for a given county, no matter how many times it was mentioned during the interview. Frequency tabulations by theme and course were made. The theme of greatest frequency was that dealing with operational emphasis. Seventy-five percent of the counties mentioned it in connection with both school finance and school law. In school finance, the theme of second-highest frequency, 33 percent, was a tie among campus course service improvement, comprehensive planning/ MIS/cost effectiveness, and school board training. In school law, the theme of second-highest frequency, 42 percent, was interpersonal relations.

Frequency tabulations by theme and credit status (non-credit and credit) were also made within course. In school finance, 52 percent of the responses indicated interest in non-credit course work with 48% indicating interest in credit. Corresponding figures for school law were identically distributed -- 52 percent for non-credit and 48 percent for credit.

The 12 school districts, based on data collected in the survey, are highly interested in obtaining increased emphasis on operational applications in the school finance and school law courses. To a less degree, the counties are concerned about

improvement of off-campus course service and receiving training or orientation for school board members. To still less (slightly) degree, they desire course structure options which offer mini-course modules of school finance and school law topics together with, in some instances, other topics. They desire, to a slight extent, training opportunities in communication to public and Legislature, implications of the Florida Administrative Procedures Act, and legal aspects of student discipline-- especially the disruptive student.

Interest is about evenly divided between credit and non-credit courses. In general, the counties associated credit courses with pre-service education and non-credit courses with in-service education.

4.2. Recommendations

A. School finance

1- Increased emphasis on operational application is needed in both non-credit and credit courses. If considered necessary after review of objectives and content, the existing credit course should be expanded to more than one term of study. There would then be opportunity to cover not only basic foundations, philosophies, and theories of school finance, but also the important operational application aspects.

2- Increased emphasis on comprehensive planning, management information systems, management by objectives, and cost effectiveness should be provided in both non-credit and credit courses.

3- Off-campus service should be improved for both non-credit and credit courses, but especially for credit courses. School districts desire greater "lead" time in setting up class schedules in order

to better organize enrollment and stimulate participation (e.g., earlier notification as to whether a class will be offered is needed). A definite minimum enrollment figure is desired, as is the provision of a list of offerings one academic year ahead. (Some districts expressed the view that it is a service responsibility of the university to offer classes on occasion even if enrollment is below the established minimum.)

More options as to meeting time, place, and instruction technique should be explored with districts; more participatory planning is needed. It is suggested that a beginning step toward improvement of off-campus offerings would be the appointment of a committee or establishment of a "change team"[4] to study the problem and make detailed recommendations. The committee should involve representatives of each school district as well as each academic program area of the college. There is a need for strong, concerted effort by the college to recognize the importance of off-campus offerings.

4- <u>The development of mini-course sequences, non-credit and credit, should be explored</u>. The sequences (or modules) desired are school finance and school law, along with a possible third -- such as organization

personnel dynamics or curriculum evaluation. There is slightly more interest in credit courses than in non-credit. Districts desire involvement in planning such courses. Problems of certification, accreditation standards, college standards, etc., would need study.

5- A non-credit course should be developed for training and orientation of school board members. Structure and delivery systems should be flexible in order to accommodate individual district needs. Districts should be involved in planning the course.

6- A non-credit course providing training in effectively communicating school system facts to the public and the State Legislature should be made available. Target trainee groups would be school building and central district administrators and school board members. Such a course should be developed in cooperation with other departments of the university, for example Journalism, Speech, and Educational Resources.

7- A course market survey of district professional personnel should be conducted during the 1974-75 school term. The purpose of such a survey is to obtain up-to-date information sufficient for planning course offerings at least one academic year in advance.

B. School Law

1- Operational emphasis should be provided in both non-credit and credit courses. According to respondents, a considerable amount of such emphasis is already provided in the current course. They wish to see it maintained. This means that when used for

advanced graduate degree requirements, the current credit course may have to be expanded to two courses--one concentrating on constitutional issues, foundations, research techniques, etc., and one concentrating on day-to-day legal aspects of functions of school teachers and administrators and updating on school law revisions. A non-credit course (workshop or seminar) emphasizing application should be available for in-service training. A primary objective should be annual updating as to recent developments in this rapidly changing field.

2- A topic which can be broadly categorized as interpersonal relations should be included in non-credit and credit courses. An area of increasing importance is the impact of collective bargaining on such relations. Another area of concern is employee evaluation systems and their effect on morale and legal issues.

3- Off-campus service should be improved for both non-credit and credit courses, but especially for credit courses. School districts desire greater "lead" time in setting up class schedules in order to better organize enrollment and stimulate participation (e.g., earlier notification as to whether a class will be offered is needed). A definite minimum enrollment figure is desired, as is the provision of a list of offerings one academic year ahead. (Some districts expressed the view that it is a service responsibility of the university to offer classes on occasion even if enrollment is below the established minimum.)

More options as to meeting time, place, and instruction technique should be explored with districts; more participatory planning is needed. The previously

mentioned proposal for a study committee applies here also.

4- The development of mini-course sequences, non-credit and credit, should be explored. The sequences (or modules) desired are school law and school finance, along with a possible third -- such as organization personnel dynamics or curriculum evaluation. There is slightly more interest in credit courses than in non-credit. Districts desire involvement in planning such courses. Problems of certification, accreditation standards, college standards, etc., would need study.

5- A non-credit course should be developed for training and orientation of school board members. Structure and delivery system should be flexible in order to accommodate individual district needs. District should be involved in planning the course.

6- The legal aspects of student discipline, especially the disruptive student, need emphasis in non-credit and credit courses. The disruptive student is of some concern to the school districts.

7- Implications of the Florida Administrative Procedures Act should be included in a non-credit course.

8- A course market survey of district professional personnel should be conducted during the 1974-75 school term. The purpose of such survey is to obtain up-to-date information sufficient for planning course offerings at least one academic year in advance.

C. Course delivery: resource allocation, workload.

1- Off-campus credit instruction should be weighted for purposed of teaching load equalization when offered at sites not the instructor's "home base." This should generate more interest in presenting courses in the locale of need. The allowance of workload credit for teaching off-campus equal to that for teaching on campus is unrealistic. Off-campus courses require more preparation involving specially-designed and collected materials, and they use more of faculty members' time in delivery than do on-campus courses. For example, teaching a 4-hour course in Bartow requires significantly more time than the same course on campus when travel time and special preparation is considered.

A weighting factor in the range of 1.25 - 1.50 is suggested. It would be applied to the teaching load unit in determining allocations of faculty positions and in evaluating workload distribution. It should also be applied to workload evaluation for 12-contact hour law compliance.

2- The College of Education should include non-credit courses or instructional activities in its resource allocation structure. Such activities could be recognized through the class contact hour unit rather than the traditional credit hour unit. The continuing education unit (CEU) would seem appropriate. The CEU is based on the equivalency of one CEU for each 10 contact hours of supervised instructional activity. Thus an experience consisting of 40 hours, such as a two-week workshop, would generate 40/10 = 4 CEU's or "equivalent credit hours" (ECH).

If the ECH were used as the basis of measuring program productivity and faculty workload, the traditional

credit courses would have to be translated into ECH units. This would not be difficult to do. Data for comparing credit hours with contact hours already exists -- for the college and the university. Equivalency matrices for contact/credit hours by course or discipline area could be set up for allocation and productivity purposes. A likely result would be the annualizing of planning for non-credit as well as credit activities. This of itself would be an improvement in academic planning.

The ECH would be a better cost analysis unit than the traditional credit hour, since credit hour figures in many cases are not indicative of the true amount of effort or expense involved.

3- The University of South Florida should use the contact hour concept, or ECH, as the basis for allocating resources to the colleges for instruction activities, non-credit and credit. The budgetary classifications, Expense, OPS, and OCO should also be included in the ECH allocation model.

4- The State University System (SUS) should use the contact hour concept, or ECH, as the basis for allocating resources to the universities for instruction activities, non-credit and credit. Funds for Expense, OPS, and OCO should be included in the ECH allocation model. An alternative would be to continue defining non-credit offerings as "public service" and use some other unit, say service area population, as the basis of allocation.

Comment: Whether or not the State University System adopts the ECH allocation concept, the University of South Florida could use it in its internal allocation procedures. The use of the ECH unit by the System

would be more equitable, however, since the University of South Florida does a considerable amount of non-credit instruction.

Whether or not the University of South Florida uses the ECH as an allocation unit, the College of Education could use it in its internal allocations. The use of ECH by the university would result in more equitable resource allocations to the college, however, since the college does (or could do) an extensive amount of non-credit instruction compared with other colleges in the university.

Based on this survey, the demand is there. It remains for the college to be enabled to meet the demand by an appropriate university resource allocation system.

NOTES

1. The University of South Florida service area consists of the following counties (school districts): Charlotte, DeSoto, Hardee, Hernando, Highlands, Hillsborough, Lee, Manatee, Pasco, Pinellas, Polk, and Sarasota.

2. Holsti, Ole R., Content Analysis for the Social Sciences and Humanities, Reading, Mass.: Addison-Wesley, 1969.

3. Goode, William J. and Hatt, Paul K., Methods in Social Research, New York: McGraw-Hill, 1952, p. 330.

4. The "change team" is a recent phenomenon in American higher education and is similar to a task force, except that it is small -- and informed. Effectively constituted it consists of volunteers who are personally committed to needed reform. Membership cuts across organizational lines -- it includes students, staff, and faculty. Teams work not only to recommend, but to implement.

APPENDIX A

Thematic Analysis Matrix

Theme	Finance	Law	District											
			1	2	3	4	5	6	7	8	9	10	11	12
More operational emphasis	X	X	N,C*		C	N,C	N,C	N,C		N,C	N,C	N,C		N,C
Off-campus course service	X	X			C			C	N,C				N,C	
School board training	X	X	N						N	N			N	
Mini-course sequence	X	X	N,C		C							N,C		
Interpersonal relations	X			C				N,C		N,C	N,C			N,C
Comprehensive planning, MIS, cost effectiveness	X									N,C	N,C	N,C		N,C
Implications of Administrative Procedures Act	X						N	N						
Student discipline		X					N	N,C						
Communication	X									N	N		N	

* N,C indicate non-credit and credit courses, respectively.

APPENDIX B

List of Respondents by District

Respondent Job Title	District Code
Director, Staff Development	1
Assistant Superintendent, Instruction	2
Assistant to Superintendent for Personnel Services Director, Instruction	3
Superintendent Coordinator, Staff Development	4
Deputy Superintendent Director, Staff Development	5
General Supervisor Coordinator, Teacher Education	6
Superintendent Supervisor, Elementary	7
Superintendent	8
Superintendent Assistant Superintendent, Non-instructional Services Director, Budget and Finance	9
Director, Staff Development and Special Programs	10
Supervisor, Secondary	11
Superintendent Assistant Superintendent, Business Director, Staff Development	12